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would urge for the development of better municipal government. A distinctive feature of the new program is its recommendation of constitutional provisions for a much larger measure of home rule for cities than was considered in the earlier program. Assuming wide freedom in self-government, the problem of individual cities becomes the problem of devising an effective vehicle for the expression of the popular will, the defining of a progressive municipal policy, and the securing of efficient men for the administrative offices.

Emphasis is placed upon the need of experts in city government, the subject of the chapter by A. Lawrence Lowell. Further chapters on civil service, constitutional municipal home rule, electoral provisions of the new program, the short ballot, administrative organization and related subjects, go far forward defining the various clauses of the model charter.

The final test of the value of such a work as this must be in the application of the principles espoused. On this score, of course, the book can not yet be judged; but in spite of the lack of experience which lies behind some of the provisions of the model charter, its presentation in this form, accompanied by the notes of the framers, makes it safe to predict that it will exert a strong influence in guiding municipal government along better lines "in harmony with the spirit of our institutions."

Evolution of the constitution of the United States of America and history of the Monroe doctrine. By John A. Kasson, LL.D. (Boston and New York: Houghton Mifflin company, 1904. 273 p. \$2.00)

This volume was originally written for the constitutional centennial commission, under whose auspices the centennial was celebrated at Philadelphia in 1887. It appeared as a part of the two memorial volumes then published. The present edition has been revised and contains some slight additions to the text. Its plan, as stated by the author, was to present "a clear but condensed recital of the conditions preliminary to the 'Confederacy'; a statement of the infirmities and ineffectiveness of the *Articles of Confederation*, upon which the founders sought in vain to build a practical government; its entire failure as a national bond, and the recognition of that failure by the patriots of the Revolution; the successive steps by which they sought the consent of the States to a general convention to provide a substitute government; and finally, the manner in which they accomplished the organization of a NATION. The leading contested clauses of the Constitution are considered separately, and the great points of the debate connected with each are given."

The author had in mind particularly the busy man of affairs, as well

as the student of public law, for whom he sought to present a brief but accurate account of the "great intellectual struggle which culminated in the adoption of the Constitution," in the hope that it would stimulate "popular devotion to its principles."

In this definite task he has achieved a distinct success. In less than 40,000 words he has given a story, reasonably accurate and very readable, of some of the main points of struggle and contention in the formation of our fundamental law. One who reads it will come away not only with a better understanding of the governmental theories embodied in our organic law but with a better understanding of the gigantic problems involved and of the marvelous judgment, courage, and common sense with which the fathers attempted their solution.

In the selection, arrangement, and presentation of material, the author has shown commendable judgment, fairness, and sense of proportion; although in devoting only four pages to the judiciary article, which is entirely inadequate, the author certainly lost his perspective. There are few principles of government more important, and upon which there exists greater confusion of ideas, than those involved in article III of the constitution, and yet they were practically ignored.

The last fifty pages of the book are devoted to the history of the Monroe doctrine, which is very well done. While it does not equal, in precision and discriminating scholarship, the short accounts of the doctrine that have been written by Moore and Root, it is vastly superior to most of the articles that have appeared.

The volume is written in a flowing, sometimes rhetorical style, which the general public will find very readable and which has not been achieved at an undue sacrifice of brevity.

ARNOLD BENNETT HALL

The old merchant marine. A chronicle of American ships and sailors.

By Ralph D. Paine. [Chronicles of America series] (New Haven: Yale university press, 1919. 214 p. \$3.50)

The reader who is seeking an entertaining and picturesque account of the marine achievements of certain of the great shipmasters of United States history will be well pleased with the present volume. Here he will find a well-told, spray-swept tale of shallop, schooner, packet, and clipper, of pirate, privateersman, and peace-time merchant, replete with incident and what the journalists call "human interest." Although a preface is lacking, it is perhaps correct to say that the purpose of the volume, and of the series as a whole, has been excellently carried out by the author.

For the reader of more specialized interest the volume is disappointing in several respects. The author has failed to make a balanced presenta-